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ABSTRACT

As required by the Carl D. Perkins Vocational Education Act of 1984, the Illinois Council on Vocational Education conducted its first biennial study of the types and amounts of cooperation between vocational education (VE) and Job Training Partnership Act (JTPA) programs in the state. Data were collected from high schools, area vocational centers, secondary school adult programs, community colleges, regional planning grant directors, Service Delivery Area (SDA) staff, and Private Industry Council (PIC) members. Some of the findings were as follows: (1) communication (and therefore cooperation) is minimal between most SDAs and most vocational education staff; (2) other barriers to cooperation between SDA staff and educators include educator resistance to SDA methods for certifying youths as economically deprived, educator fears of JTPA contract requirements, and low priorities set for SDA-vocational education contacts; (3) there is more cooperation between vocational education and SDA programs for youth than for adults; (4) there is more cooperation between JTPA and area vocational centers and community colleges than between JTPA and comprehensive high schools; and (5) SDAs and schools often charge each other for data from their files. Recommendations are made to increase communication among parties, to establish professional training for JTPA staff, and to revise youth eligibility certification procedures, among others. (KC)

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COORDINATION

OF
VOCATIONAL EDUCATION PROGRAM DELIVERY SYSTEM

ASSISTED UNDER

THE CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984

AND THE JOB TRAINING PARTNERSHIP ACT

Illinois Council on Vocational Education
1985–1987

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MANDATES

The Carl D. Perkins Vocational Education Act of 1984 requires that the Illinois Council on Vocational Education (ICoVE) evaluate the delivery systems of vocational education and job training programs at least every two years. The law further requires ICoVE to advise on the adequacy and effectiveness of coordination between vocational education and programs of the Job Training Partnership Act. The mandate states:

"Each State Council shall--

. . .evaluate at least once every two years

. . .the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and

. . .make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education the Job Training Partnership Act and

.advise the Governor, the State board, the State job training coordinating council, the Secretary, and the Secretary of Labor of these findings and recommendations." Section 112 (d) (9) (A)

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COORDINATION
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February, 1987

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INTRODUCTION

Almost everyone believes that Vocational Education (VE) and Job Training Partnership Act (JTPA) programs and activities should be better coordinated. Most people agree that coordination would provide better service to disadvantaged people. Some people believe that coordination also would save money by minimizing duplication of services.

In 1984, the Congress passed and the President signed the Carl Perkins (Vocational Education) Act, sometimes referred to as Public Law 98-524. This law specifies that each State have a Council on Vocational Education and that this Council study the coordination between vocational education and JTPA programs at least once every two years and advise the appropriate State and Federal agencies of its findings and recommendations. (See Appendice for the applicable legal language).

The Illinois Council on Vocational Education (ICoVE) is chaired by The Honorable Gordon L. Ropp, of Bloomington, State Representative for the 88th District. For its first study of vocational education/JTPA coordination, it chose a study team of Rupert N. Evans and Robert McAdam, who worked under the direction of Peter Johnson, Executive Director of the Council. This group prepared drafts of a report which were submitted to the full Council for its approval. The Council approved this report on March 25, 1987.

The goals of the study were three:

- to determine the types and amounts of coordination between vocational education and JTPA programs at the state and local levels,
- to identify impediments to cooperation between these two programs,
- to recommend activities which are likely to improve coordination and cooperation.

EXECUTIVE SUMMARY

The Illinois Council on Vocational Education is required by Federal Law to conduct a biennial study of the types and amounts of cooperation between Vocational Education (VE) and Job Training Partnership Act (JTPA) programs in our state. This is the first such study. Data were collected from high schools, area vocational centers, secondary school adult programs, community colleges, regional planning grant directors, Service Delivery Area (SDA) staff, and Private Industry Council (PIC) members.

FINDINGS

1. Cooperation cannot exist without communication, and communication is minimal between most SDAs and most vocational education staff. Members of each group stated repeatedly that they were waiting for the other to make the first move. In many schools, vocational education staff are asked to let non-vocational education administrators contact JTPA and other governmental groups. This imposes another layer between vocational education and SDA.

2. Even if communication is established there are other barriers to cooperation between SDA staff and educators. These include:

   a. educator resistance to methods used by some SDAs for certifying that each young trainee is economically deprived;
   b. educator fears of JTPA contract procedures and requirements, especially performance contracts;
   c. the decreasing number of education administrators who specialize in vocational education or who understand vocational education or JTPA and have the time to build contacts with and write proposals to JTPA;
   d. lower priority given to SDA-vocational education contacts than to other important tasks.

3. Institutions which do not cooperate with JTPA usually give implausible reasons for not cooperating, e.g. they haven't called us, or we don't have anyone who needs a JTPA program.

4. There is more cooperation between vocational education and SDA programs for youth than for adults. A major reason seems to be that the legal requirement for spending a minimum of 40 percent of certain JTPA funds on youth is difficult to achieve independently of vocational education. Hence some SDAs turn to vocational education for help on youth programs. A second reason may be that for adults, PICs usually prefer on-the-job training (OJT) to classroom or laboratory instruction.

5. There is more cooperation between JTPA and area vocational centers and community colleges than between JTPA and comprehensive high schools. Reasons appear to include reluctance of SDAs to work with 20 to 30 high schools in their area when they can

work with one or two community colleges or area vocational centers; and judgments by SDAs that some high school vocational education programs are of low quality or are not oriented toward employment.

6. Service Delivery Area (SDA) staff and PIC members tend to feel that most vocational education staff at all levels are not interested in serving disadvantaged persons. However, the Illinois State Board of Education (ISBE) has a waiting list of schools which want JTPA projects, while most SDAs have difficulty spending their youth funds. This suggests that vocational education staff <u>are</u> interested, but find it easier to work with the Illinois State Board of Education than with SDAs.

7. The Carl Perkins Act and the Illinois State Board of Education require local planners of vocational education programs to make their plans available to the PIC for comments. This has often been interpreted loosely, and few PICs report that they have seen a plan. There is no requirement for a SDA to work with local or regional vocational education staff to get suggestions while developing its plans.

8. If educators or Vocational Education Advisory Committee members serve on a PIC or if PIC members serve on vocational education Advisory Committees, coordination usually is improved.

9. In some SDAs, there is no relationship between Summer Youth Programs and academic year JTPA programs. Youth who were screened for eligibility in the summer must be re-screened in September.

10. The forty-two person Illinois Job Training Coordinating Council (IJTCC) includes several representatives from economic development, employment service, labor, commerce, industry, community organizations, etc. It has a state and a local vocational education representative, but it spends little time on vocational education.

11. The SDA and the school often charge each other for data from their files. Costs may be as high as $200 per student. These charges are a major impediment to cooperation.

12. Almost all SDAs contract with public secondary schools, area vocational centers and community colleges for vocational education and other classroom or laboratory instruction. Community-based organizations are used almost as frequently.

RECOMMENDATIONS

1. Conduct annual regional conferences which involve vocational education administrators from secondary and postsecondary schools and administrators from each Illinois SDA to discuss case studies of problems and successes and to foster communication and joint activities. State-level advisory councils for both groups should be involved.

2. Job descriptions for each Regional Vocational Education Director (RVED) should include responsibility for coordination with JTPA. Place a Regional Vocational Education Director and community college representative on each PIC and continue to have one on the Illinois Job Training Coordinating Council. Have an ex-officio position on each Regional Board of Control for an SDA representative.

3. Conduct a study to identify the contractual problems which interfere with JTPA programs in high schools and to suggest ways around these problems. A comparison of SDA programs (which have performance standards) and "8 percent" programs (which have goals and objectives) in high schools would be a useful part of this study.

4. Revise the procedures for individual certification of secondary school trainees as being eligible for JTPA services. As it is now implemented, the certification process often sends youth and parents to an intake center for processing, and brands each eligible young student as "different" in a humiliating way. Other SDAs send intake people to see parents at home. Certification should not be necessary more than once a year. Schools and SDAs should stop charging each other for file data on students.

5. Establish an Illinois State Board of Education requirement for each regional vocational education plan to be sent to the SDA for comment and develop a Department of Commerce and Community Affairs requirement for each SDA to send its plans for comment to the Regional Vocational System (includes high schools and area vocational centers), to adult centers and programs, and to community colleges.

6. Extend the current requirement for PIC review of vocational education "8 percent" projects to require joint planning and comments on all new JTPA "40 percent" (youth) projects and all new education programs for disadvantaged youth.

7. Design a portion of the JTPA Coordination Criteria to mandate local JTPA/vocational education coordination activities and perhaps to evaluate them with performance criteria.

8. Establish a professional training program for JTPA staff in at least one state university and include instruction about vocational education. Revise training programs for teachers and school administrators to include an understanding of special needs and JTPA programs, and the role of education in economic development.

9. Continue the role of the Illinois Council on Vocational Education (ICoVE) as a third-party evaluator of cooperation between vocational education and SDAs as specified in the Perkins Act.

COMPARISON OF VOCATIONAL EDUCATION AND JTPA PROGRAMS

During the study the comment was often heard that a problem with coordination of the two programs is that they have different goals and structures. Actually, there are substantial similarities as well as important differences.

SIMILARITIES

Vocational education (VE) programs and employment and training (JTPA) programs have several similarities. Both are supported by funds from the Federal Government; both include disadvantaged and handicapped youth and adults among their clientele; both prepare people for gainful employment; and the local operations of both are governed by boards made up of lay citizens.

DIFFERENCES

The two programs also have substantial differences. Vocational education gets 90 percent of its funds from local and state sources, while JTPA gets almost all of its funds from Washington. Vocational education seeks to serve all types of youth and adults, but JTPA is a targeted program which serves disadvantaged and handicapped persons almost exclusively. Each of the JTPA Service Delivery Areas (SDAs) serves a larger geographic area than do the secondary (high) schools and community colleges which deliver most of vocational education. The Private Industry Councils (PICs) which govern local JTPA operations are responsible only for JTPA programs, while the local school boards and boards of trustees which govern vocational education are responsible for a wide range of educational activities. PICs rarely administer training programs, but usually purchase training services from other agencies, including vocational education. On the other hand, vocational education rarely purchases training services, but spends most of its efforts on program delivery.

STRUCTURE OF JTPA AND VOCATIONAL EDUCATION IN ILLINOIS

JTPA STRUCTURE

GOVERNANCE & ADMINISTRATION

Illinois is divided into 26 regions, called Service Delivery Areas (SDA), each of which has an organization for planning, delivering and evaluating JTPA programs. In each Service Delivery Area, the governing body is a PIC (PIC), which must have its chair and a majority of its members from the private business sector. The PIC hires a staff to carry out the policies and programs it specifies. The State Department of Commerce and Community Affairs (DCCA) is responsible for interpreting the Federal law, for coordination with other state agencies and for evaluating the performance of each SDA staff. However, it has limited power in affecting day to day operations of SDAs.

PROGRAMS

Each PIC administers several programs which are specified by the JTPA. Title IIA is for job training and supportive services for youth or adults who are economically disadvantaged or have barriers to employment. Forty percent of the funds under this title must be spent on youth; Title

IIB provides summer employment and training programs for youth; Title III is designed for dislocated workers. Smaller programs are available for veterans and for persons over 55 years of age.

VOCATIONAL EDUCATION STRUCTURE

GOVERNANCE & ADMINISTRATION

The Illinois State Board of Education (ISBE) is also the State Board for Vocational Education. It is responsible for setting educational policy for public elementary and secondary schools in Illinois and for any program, regardless of level, which uses vocational education funds. It employs a staff, the Division of Adult and Vocational Education (DAVTE), to develop, assist and evaluate vocational education programs and teachers and provides modest amounts of State and Federal money to local schools and to the Illinois Community College Board (ICCB). It also administers most of the JTPA "8 percent" Program (see page 5) and encourages vocational educators and SDAs to work cooperatively.

LOCAL PROGRAMS

In practice, the State Boards give a great deal of latitude to local boards. One result is that many small high schools have virtually no vocational education (or other electives). Another result is that some areas of the state are starting to plan to establish a community college, twenty years after most sections of the state built theirs.

During the last twenty years, the state has encouraged the formation of area vocational (secondary) centers (AVCs) and adult educational programs. These were built with little or no statewide planning. Most parts of the state do not have access to secondary school adult programs, and 40 percent of the high schools have no access to area vocational centers.

REGIONAL DELIVERY SYSTEM

About three years ago, the State Board of Education began to encourage Regional Vocational Delivery Systems (RVDS). Sixty-one of these have been established, covering the entire state (except for four small high schools). Their goal is to improve accessibility and efficiency in vocational education for high school students. The Regional Vocational Delivery Systems and their respective community colleges must establish alliances by July 1, 1987 to improve program articulation and coordination of resources. Adequate financing of this system is still not firm, but a start has been made in most of the regions.

DISTRICTS

The districts for the various types and levels of education in the state have little relationship to each other. Community college districts usually include entire secondary school districts, while the boundaries of Regional Vocational Delivery Systems and SDAs usually follow county boundaries. Unfortunately, they rarely include the same school districts or counties. The Regional Vocational Delivery Systems will help to overcome this impediment to cooperative planning.

COORDINATING MECHANISMS FOR JOB TRAINING PARTNERSHIP ACT AND VOCATIONAL EDUCATION

ILLINOIS JOB TRAINING COORDINATING COUNCIL (IJTCC)

Illinois has a Job Training Coordinating Council which helps to exchange information between JTPA and vocational education. There is also a sub-cabinet structure facilitated by the Governor's staff which helps coordination across state government, but JTPA and vocational education rarely are represented in this group.

STATE OCCUPATIONAL INFORMATION COORDINATING COUNCIL

The State Occupational Information Coordinating Council has become active in providing occupational information as a part of the Illinois State Board of Education for Employment effort. This helps both vocational education and JTPA to plan programs which meet Illinois' needs for competent workers and thus provide employment for those who complete training programs successfully.

REGIONAL PLANNING GRANT DIRECTORS

Some 61 Vocational Education Regional Planning Grant Directors have been appointed in the last two years to facilitate the development of regional delivery systems for vocational education. Every SDA has at least one Regional Vocational Delivery System Director in its area, and the more populous SDAs each have several. In a few notable instances they have been highly successful in improving JTPA/vocational education coordination. Their job descriptions during this organizational phase usually do not include this responsibility, though the Illinois State Board of Education/Division of Adult and Vocational Education has encouraged it by providing information to each group about the other.

ILLINOIS COUNCIL ON VOCATIONAL EDUCATION

The Illinois Council on Vocational Education is appointed by the Governor. It works with the State Board of Education in the development of the State Plan for vocational education. It evaluates adult, correctional and vocational education programs and prepares recommendations for the Governor, the Legislature and the educational community. It frequently designs activities aimed at facilitating JTPA/vocational education cooperation. The report you are reading assists the Council to meet its responsibility to study and report on coordination and cooperation between Vocational Education and JTPA programs.

DELIVERY SYSTEMS FOR JTPA AND VOCATIONAL EDUCATION IN ILLINOIS

PICS AND SDAS

PICs and the staffs they hire rarely deliver training services to their clients. The staff spends much of its time keeping records, producing reports for the Department of Commerce and Community Affairs and responding to inquiries from citizens, reporters and researchers. They also spend significant amounts of time recruiting and screening potential trainees and placing them on jobs. Training-related activities include deciding on the jobs for which training should be provided, selecting the best available training agency and evaluating the training that has been provided.

Contract Services

PICs have considerable latitude in the ways they contract for services. However, they are encouraged to provide training under a performance-based contract which rewards the contractor for trainee successes. For example, a school might receive money for each trainee who completes each portion of the program and for each trainee who is placed on a good job. Conversely, if trainees do not do well, the school is not reimbursed for its expenses. Contractors tend to resist performance contracting. Most training agencies are accustomed to a fixed annual budget. They usually would prefer to be guaranteed a certain level of payment, since most of their costs are fixed and since the most important outcome, placement on a job, is in large part outside their control. Public education, in particular, tends to resist performance contracting.

PUBLIC SCHOOLS & COLLEGES

They can continue to operate on relatively certain public funds whether or not they get JTPA contracts. Their flexibility is hampered by teacher tenure, negotiated contracts, etc. If unreimbursed costs are incurred as a result of a JTPA contract, these costs must be paid from limited public funds. Some private schools and Community-Based Organizations, however, depend heavily on JTPA contracts for survival, so they are less likely to have annual employee contracts and other fixed costs.

Illinois has 50 community colleges in 39 districts and 714 high schools in 565 public school districts. Each of these districts has a Board of lay citizens which employs administrators and other staff and specifies school policy. Some of the high school districts have joined together to provide vocational education and other educational programs which serve a geographic area. Area Vocational Centers and Adult Centers are two of the mechanisms used.

Program Operations

These college and school districts operate vocational education programs and provide most of its funding. Most of the community colleges and a few of the secondary schools contract with SDAs to provide JTPA programs. Traditionally, most public community colleges and high school districts have had a director of vocational education who is responsible for designing vocational education programs, taking into account the needs of the students and the community. The recent emphasis on academic education has led to the elimination of many if not most of these positions and to assignment of their duties to department heads who teach full time and have no time to make community contacts or to administrators who are also responsible for academic programs. As one would expect, this has decreased the emphasis on vocational education and on its coordination of programs with community needs and with groups such as SDAs. In Chicago public schools and in many community colleges, contacts with the PIC tend to go through an agency for governmental relations, rather than through vocational education.

Regional Planning

Steps taken during the past three years to establish regional vocational education planning and to initiate planning for public community colleges in those parts of the state which have not had them should help to provide access to vocational education.

UNIVERSITIES

Most of the public universities in Illinois train vocational teachers, and some of them contract to provide services to groups involved with JTPA. They are little involved in training staff for SDAs.

PRIVATE SCHOOLS

Illinois has a very large number of non-public secondary and postsecondary schools. The parochial high schools have little involvement with vocational education or JTPA, but independent, postsecondary, profit-seeking schools provide a major portion of the job-training and related services provided under JTPA in the Chicago metropolitan area.

COMMUNITY-BASED ORGANIZATIONS

Most cities have organizations which seek to improve the lot of certain minority groups. Urban League and SER-Jobs For Progress are examples. These Community-Based Organizations are very active in recruiting trainees for JTPA and in providing services to them under contracts similar to those used for private schools. They are recognized as important in the Carl Perkins Act and in the JTPA. Most local political figures also recognize their importance.

UNIONS

The general public rarely thinks of labor unions as training organizations, but in fact this is one of their major responsibilities. Craft unions, in particular, are involved in governing apprenticeship programs. All unions are concerned with on-the-job training of their members in a variety of skills. Unions have been particularly successful in providing training to minority members who are recruited into the union on graduation. These programs are not sizeable, however.

EMPLOYERS

Employers spend some $30 billion each year on training programs. A small, but significant, part of this training is done in collaboration with vocational education or JTPA. Youth in school may learn while working some 15 hours per week for pay in cooperative education programs, and spend a similar amount of time at school, in academic and job-related studies. Work experience programs are similar, but there may be no supervision, pay or job-related studies. Most of these programs are for students 16 years of age or older, but some 14 and 15-year-olds who are likely to drop out of school are involved under JTPA. Adults may be involved in apprenticeship or on-the-job training with a major part of the costs paid by JTPA. Given a choice between training in a school or on the job, most PICs choose the latter, as did Comprehensive Employment and Training Act (CETA) administrators. Given a choice between on-the-job training provided by employers in the private or in the public sector, PICs usually choose the former. This represents a major, Federally planned shift from the preferences under the Comprehensive Employment and Training Act, the predecessor to JTPA.

TRAINING PROGRAMS FUNDED FROM THE JOB TRAINING PARTNERSHIP ACT

Four different parts of the JTPA provide most of the funds being used in Illinois for JTPA activities related to vocational education:

8% FUNDS

1. "Eight percent" monies have this name because 8 percent of the JTPA Title IIA allotment to each state must be used for cooperative agreements between education agencies and SDAs. The use of these monies is outlined in Title I, Part B, Section 123 of the JTPA. Because this section refers to Education, these are also known (to Illinois SDAs, but not to vocational education) as 1BE funds. In Illinois, 75 percent of these funds are handled by the Illinois State Board of Education and 25 percent by the Illinois Community College Board.

   A wide variety of programs are conducted in high schools, area vocational centers, adult programs and community colleges. The range of titles funded by the Illinois State Board of Education/Division of Adult and Vocational Education gives some flavor of this diversity:

   - Adult Education Initiative
   - Adult Employment Development
   - Business Assistance Centers
   - Business, Industry and Career Profiles
   - Early School Leaver Program
   - Economic Development Employment Generation

- Education/Training Agreements
- High Technology Training Assistance
- Pre-employment Placement
- Public Housing Initiative
- Special Initiative for the Disabled
- Testing and Assessment
- Work Experience and Career Exploration Program
- Professional Development
- Public Private Partnership Program

OLDER INDIVIDUALS

2. The uses of IBO monies are outlined in Title I, Part B, Section 124 of the JTPA. The last letter of the acronym is an "0" because this section refers to Older Individuals.

VETERANS PROGRAM

3. Funds for training Veterans are described in Title IV, Part C of the JTPA. Consequently, these are called IVC funds, but in this case, the "V" does not stand for Veterans.

YOUTH OR 40% FUNDS

4. "Forty Percent" monies received this name because 40 percent of funds appropriated for Title IIA of the JTPA must be spent on youth. The remaining 60 percent of Title IIA could be, but almost universally is not, spent on vocational education.

PROGRAMS FUNDED FROM THE CARL PERKINS (VOCATIONAL EDUCATION) ACT

FEDERAL FUNDING

Two principal sources of Federal monies are used by vocational educators to fund activities which are related to the JTPA.

1. "Program Improvement" funds may not be used to fund activities for more than two years, because the intent of the act is to encourage innovation. The expectation was that states would be forced to use non-Federal funds for continuing vocational education programs. Unfortunately, many good program improvement activities die after two years because there is not enough local and state money to fund them.

2. "Special Needs" funds are approximately a third of the Carl Perkins Act appropriations. They must be used to help persons who are handicapped or disadvantaged (including those who are not proficient in English). Many of these special needs persons are also eligible for JTPA assistance, but usually the SDA does not know of the existence of these (or most other) vocational education services or programs.

   A minor, but not insignificant, part of the Perkins Act funds State Councils on Vocational Education. These are responsible for reviewing and evaluating all aspects of Vocational Education in their states. In Illinois, the Council is appointed by the Governor, and is also responsible for adult, career and corrections education.

STATE AND LOCAL FUNDING

Most of the funds used to operate vocational education programs come from local taxes. The State also provides some $40 million per year for vocational education. Local and State vocational education funds tend not to be used for JTPA-eligible persons, in large part because the evaluation of vocational education programs for

the non-disadvantaged emphasizes job placement rather than gains in performance. This, in turn, encourages vocational education to select the best students it can get, just as most SDAs "cream" their eligibles. However, vocational education has a larger range of eligibles.

METHODS OF COLLECTING INFORMATION FOR THIS STUDY

QUESTIONNAIRES

Questionnaires were sent to a 20 percent random sample of Illinois public secondary schools and to all of the Area Vocational Centers, secondary level Adult Programs, Community Colleges, Regional Planning Grant Directors and SDAs in the State. Questionnaires were also sent to all of the State Universities which are involved in vocational education. Response rates were excellent from SDAs and from Area Vocational Centers, but were not as high from Secondary Schools or from secondary school Adult Programs. The former two are heavily involved with JTPA, and the latter two are not. It is difficult to say whether involvement in JTPA caused a higher response rate or lack of interest in JTPA caused both a lack of involvement and a lower response rate.

Eight questionnaires were designed to meet the needs of:

- Secondary Schools
- Area Vocational Centers
- Secondary School Adult Programs
- Community Colleges
- Universities
- Cooperating Vocational Education Institutions
- Non-participating Vocational Education Institutions and
- JTPA Coordinators in Public Education Agencies

COORDINATION WITH NATIONAL STUDY

Questions were modified from those developed by Dr. Morgan Lewis and his associates at the Center for Research in Vocational Education at the Ohio State University. Each group was asked general questions about involvement in and attitudes toward JTPA and vocational education. They were also asked specific questions about JTPA activities. Those institutions which are not working with JTPA or vocational education were asked about reasons for lack of involvement and conditions which might lead to involvement. All of the questionnaires emphasized factors affecting coordination and cooperation between vocational education and JTPA.

RESPONSE

TABLE I Questionnaires Sent and Returned

	Sent	Returned	Percentage
Secondary Schools	133	59	44
Area Vocational Centers	35	27	77
Adult Programs	51	25	49
Community Colleges	53	32	60
Universities	9	6	67
Regional Planning Grant Directors	61	38	62
SDAs	26	25	96
Total	368	212	58

ON-SITE INTERVIEWS

On-site interviews were conducted with PIC chairs or chairs of the PIC committees on evaluation or planning in each of ten SDAs. The SDAs were selected to represent rural and urban regions throughout Illinois. In several cases, the staff director for the SDA also sat in on the interview. The interviewer made it clear that the views of the PIC member were needed, though other views were welcome.

TELEPHONE INTERVIEWS

Telephone and on-site interviews were conducted with key administrators at the state level and with directors of projects which were judged by state level administrators to exhibit exemplary cooperation between vocational education and JTPA. A list of all persons interviewed is included in the Appendix, page 16.

COPIES AVAILABLE

Copies of the questionnaires and interview schedules are available from Peter Johnson, Executive Director, ICoVE, 100 North First Street, Springfield, IL 62702-5186; telephone 217/782-2892.

FINDINGS AND CONCLUSIONS

COORDINATION & COOPERATION

Each respondent was asked to rate the level of coordination and cooperation in their relationships. Regional Planning Grant Directors provided the largest number of "weak" ratings (see Table III), but they and secondary schools often did not answer this question. If non-response means that they have no basis for judgment, then their level of coordination appears to be quite low.

TABLE II Rating of Coordination and Cooperation Between the SDA and Your Institution

	Weak 1	2	3	4	5	6	Strong 7	NA
Secondary Schools	6	1	1	2	3	6	3	34
Area Vocational Centers		4	1	1	5	6	3	7
Adult Programs	5	2	1	1	4	3	1	8
Community Colleges	2	1	1	3	8	7	6	6
Universities		1		1	2	1	1	0
Regional Planning Grant Directors	10			1	4	1	1	20
SDAs	1	3	3	9	3	3	2	0

NA=No Answer

NON-PARTICIPANT RESPONSE

Ratings of the level of coordination now existing between vocational education and JTPA cover the entire range of a ten-point scale, but as one would expect, non-participating schools rated cooperation lower than did all schools.

TABLE III Non-Participating Educational Agencies Rating of the Present Level of Coordination Between Vocational Education and JTPA

	Worst 1	2	3	4	5	6	7	8	9	Best 10
Community Colleges	3	3	1		1	1		1	1	1
Regional Planning Grant Directors	2	1	1	1			2	2		

CROSS-REPRESENTATION: Advisory Committee & PIC

The State Board of Education staff requires that all vocational education programs have advisory committees made up of management, labor and public representatives. One method of facilitating coordination with the JTPA would be for some of these advisory committee members to serve on the PIC. Table IV indicates that this method is little used now.

Number of Vocational Education Advisory Committee Members on a PIC

	0	1	2	3	4	5	NA
Secondary Schools	6	3	1	1			47
Area Vocational Centers	14	4	2				7
Adult Programs	17	3					5
Community Colleges	16	11	3				4
Universities	4		1				1
Regional Planning Grant Directors	3	5	2	1		2	11

Other than advisory committee members, virtually all of the school representatives on PICs are administrators. Three board members, two guidance directors and two teachers were outweighed by 46 administrators. Regional superintendents were more likely to be selected for the PIC than were other types of administrators.

SDAs were asked if they were represented on vocational education advisory committees. Eleven said that they were, and an an equal number reported that they were not. Three did not report.

EDUCATIONAL INPUT TO SDA

Table V shows that area vocational centers, community colleges and universities (but few of the other educational groups) felt that school representatives provided input to vocational education plans for the SDA.

Do School Representatives Provide Input to Vocational Education Plans for the SDA?

REPRESENTATIVES	Yes	No	NA
Secondary Schools	10	8	40
Area Vocational Centers	14	6	7
Adult Programs	7	9	9
Community Colleges	21	5	8
Universities	4	1	1
Regional Planning Grant Directors	3	8	25

PIC REPRESENTATION & INPUT

Obviously, if a school representative serves on the PIC, this tie provided input to vocational education plans.

If You Have A Representative to the PIC, Has This Tie Provided Input to Vocational Plans for Serving the SDA?

	Yes	No
Area Vocational Centers	14	6
Adult Programs	7	9
Regional Planning Grant Directors	3	9

SUBGRANTS

Table VII reports that almost all SDAs reported one or more contracts with secondary schools, area vocational centers, community colleges and community based organizations.

TABLE VII Number of SDAs Reporting Subgrants, by Type of Grantee

24	Secondary Schools
24	Community Colleges
24	Area Vocational Centers
22	Community-Based Organizations
17	Private Industry
16	Private Schools
13	Public Agencies Other Than Public Schools
12	Adult Education Centers
11	Education Service Regions
9	Universities
9	Labor Organizations
4	Department of Corrections
3	Elementary Schools
2	Other (Economic Development Council; New Start)

FUNDING SOURCES

These JTPA contracts represented most parts of the Act (Table VIII). Obviously, community colleges and area vocational centers fared much better than did other parts of the education sector. (Secondary schools are much more numerous, but have fewer contracts.) Interviews indicated that community colleges and area vocational centers generally worked harder to identify SDA needs than did most other types of schools. According to Illinois State Board of Education/Division of Adult and Vocational Education records, secondary schools fared much better from 8 percent funds than they did in direct subgrants from SDAs.

TABLE VIII Funding Sources for Contracts

	IIA	IIB	IBO	III	IVC	8%	DCCA	Other
Secondary Schools	21	13	2			5		1
Area Vocational Centers	42	12	2	2		6		1
Adult Programs	11	9				16		1
Community Colleges	101	15	9	18		39	2	1
Universities	5	3						1
Regional Planning Grant Directors				1		1		
SDAs	25	19	13	11	2	22		2

FACTORS WHICH HAMPER COORDINATION AND COLLABORATION

COMMUNICATION

Many of the factors which people feel hamper coordination and collaboration appear in answers to the questions about improvement of coordination. The most frequent problems revolved around communication. School people report frequently that they do not know what is going on in SDAs and SDAs report similar problems with school programs.

FLEXIBILITY

Both SDAs and schools report that there are few incentives for cooperation. Both schools and SDAs feel that the other is relatively inflexible. Inflexibility in contracting procedures, geographic boundaries, client eligibility and entrance and exit dates were regularly reported as problems.

ADVISORY COUNCILS & PICS

Relatively few vocational education advisory committee members serve on JTPA PICs, though half of the responding community colleges have one or more advisory committee members on a PIC. Most of the secondary schools did not answer this question (see Table IV on page 9).

NUMBER OF ENTITIES TO BE COORDINATED

It seems likely that the larger the number of SDAs with which a school must work, the more difficult the task of coordination. No secondary school works with more than one SDA, which should make their task simpler. One community college works with five SDAs.

TABLE IX — Number of SDAs With Which You Work

	0	1	2	3	4	5	NA
Secondary Schools		59					
Area Vocational Centers		18	2	1			6
Adult Programs			2	1			22
Community Colleges	1	12	8	3	2	1	5
Universities		2	3		1		
Regional Planning Grant Directors		1	2				35

In contrast, SDAs usually have large numbers of school districts within their boundaries. Two SDAs report that they work with more than 20 school districts. Undoubtedly this represents a sizeable administrative burden for the SDA.

TABLE X — Number of School Districts With Which You Work

	0-1	2-5	6-10	11-15	16-20	21-25	NA
SDAs	2	7	6	2	1	2	4

In contrast, the number of community colleges with which an SDA works is usually much smaller (Table XI).

TABLE XI — Number of Community Colleges With Which You Work

	0-1	2-3	4-5	6-7	NA
SDAs	6	9	7	1	1

INITIATIVE

Numerous survey and interview responses indicate that many schools and SDAs are sitting back, waiting for a call from the other. When questioned about this attitude, the usual response was that the other side should take the initiative, and that there are already too many things to do, without going out to generate more work. Both groups obviously feel better about working with people who don't need to be coaxed. On the other hand, in some cases the groups simply did not know whom to contact. The Vocational Education Regional System easily could serve as a clearinghouse for exchange of this information.

VERIFICATION PROCESS

Schools object strongly to the rigid client verification process required for each high school JTPA student/trainee. They feel that some SDAs use processes which are demeaning to the student, and that it is unrealistic to expect students and parents to have to go stand in line at

an intake office on a school and work day to be certified. Schools do not understand why verification procedures which work for "8 percent" projects or for Summer Work Programs cannot be used by SDAs.

CHARGES

Some SDAs and some schools felt that they were being "ripped off" by charges for processing papers on an individual. There were reports that the range of charges was from zero to $200 per trainee for obtaining the same information. Each school and SDA felt, however, that its own charges were minimal. In one case, controversy over the size of charges stopped cooperation between an SDA and a Regional vocational education system.

INSTRUCTIONAL METHODS

Schools believe that most SDAs prefer to use OJT rather than classroom and laboratory instruction, particularly for adults. SDAs frequently object to sending dropouts back to the school which they feel was responsible for pushing them out in the first place.

CONTRACT GOALS

Most schools appear to be dissatisfied with SDA contracting procedures. In particular they are afraid of rigid performance contracts geared to job placement rather than to educational gains. Few schools have placement services, and few want to cream the trainee population in order to boost placement rates. Some still remember Comprehensive Employment and Training Act contracts which were cancelled in mid-year, leaving schools with unreimbursed equipment purchases and teachers who had to be paid for several months.

AWARENESS

Presumedly, if agencies are aware of each other's activities, this aids coordination and collaboration. Of the 23 SDAs reporting, 7 said that they were aware of local vocational plans relative to their SDA; 3 were involved in developing them, 2 were requested to review draft plans, and 4 were provided with a copy of local plans for their information.

EXCHANGE OF PLANS

Schools which are not participating in JTPA activities were asked if they (or their regional vocational director) submit their local plan for vocational education funds to the PIC for review. Three of 22 secondary schools said that they did, but only one reported receiving any suggestions from the PIC. One of nine non-participating regional planning grant directors said that he/she submits their local plan for vocational education funds to the PIC for review. That one did not receive any suggestions from the PIC. Presumedly this situation should change markedly in the next two years as the Regional Vocational Delivery Systems comes into full operation.

ADVISORY COUNCILS

A surprisingly high 19 of 23 SDAs said they were aware of vocational education Advisory Councils in their SDA, and 10 reported that their SDAs are represented on Vocational Education Advisory Councils.

FORMALIZED COORDINATION

Table XII reports a wide variety of methods for formal coordination between SDAs and educational institutions.

Number of SDAs Which Report Formal Coordination
With Educational Institutions, by Type of Function

21 Maintain a system of referrals from JTPA to the educational community
20 Maintain a system for referrals from the educational community to JTPA
19 Include information from the educational community in your inventory of training-related services in the SDA
17 Routinely exchange information on JTPA programs and services
16 Receive information from the educational community about available programs and services
15 Receive assistance from education in accessing financial aid for JTPA participants entering an educational institution
13 Review occupational supply and demand information with representatives of the educational community
12 Review training programs being offered in the SDA with educational institutions to ensure that such programs are for areas with occupations in demand
12 Meet on a regular basis to discuss concerns
6 Provide aggregate reports on individuals participating in programs offered by the educational community

YOUTH PROGRAMS

The JTPA requires SDAs to spend 40 percent of their Title IIA funds on youth. They have difficulty in spending this money wisely, and have done everything possible to get the requirement removed. Congress has made it clear that removal is unlikely, however. Schools have better access to disadvantaged youth than do SDAs, so this legal provision gives SDAs an incentive for collaboration. Congress is working on incentives for schools, also. Each of the last four vocational education bills has strengthened mandates for vocational education service to the disadvantaged and the handicapped. Apparently this provides too little incentive as yet to encourage most educators to become involved.

8% PIC REVIEW

The Illinois State Board of Education/Division of Adult and Vocational Education and Illinois Community College Board now require PIC review of vocational education "8% projects." This review will help to eliminate an historical sore point with SDAs who naturally do not welcome the surprise of finding a new program for the disadvantaged of which they were not aware. Even more important, this review should provide a basis for further collaboration which might help to eliminate an equally sore point with schools and colleges who find new SDA programs for the disadvantaged of which they had not been aware.

PICs OPERABLE

PICs are settling down to business, now that JTPA is in place. They no longer have to put out hourly fires and have the opportunity of learning about other programs to which they should be related.

SERVING DROPOUTS

In recent years the Illinois Legislature and the State Education Boards have required more and more subjects for high school graduation and college admission. The added courses have curtailed electives and have sharply decreased secondary school enrollment in vocational education. The decreased flexibility in high school curricula probably also has contributed substantially to increased high school dropout rates. In turn, high school dropouts comprise one of the most important groups served by JTPA programs. Joint awareness of this problem should encourage cooperation and collaboration to ameliorate it.

RECOMMENDATIONS

CONFERENCES

1. Conduct annual regional conferences which involve each Illinois JTPA and vocational education administrator from secondary and postsecondary schools to discuss case studies of problems and successes, to develop effective avenues of communication and to foster joint activities. State-level advisory councils for both groups should be involved in these conferences.

JOB DESCRIPTIONS

2. Job descriptions for each Regional Vocational Education Director (RVED) should include responsibility for coordination with JTPA. Place a Regional Vocational Education Director and community college representative on each PIC and on the Job Training Coordinating Council. Have an ex-officio position on each Regional Board of Control for an SDA representative.

IDENTIFY PROBLEMS

3. Conduct a study to identify the contractual problems which interfere with JTPA programs in high schools and to suggest ways around these problems. A comparison of SDA programs (which have performance standards) and "8 percent" programs (which have goals and objectives) in high schools would be a useful part of this study.

REVISE PROCEDURES

4. Revise the procedures for individual certification of secondary school trainees as being eligible for JTPA services. As it is now implemented, the certification process often sends youth and parents to an intake center for processing, and brands each eligible young student as "different" in a humiliating way. Other SDAs send intake people to see parents at home. Schools and SDAs should stop charging each other for file data on students.

ESTABLISH REQUIREMENTS

5. Establish an Illinois State Board of Education requirement for each local vocational education plan to be sent to the SDA for comment and develop a Department of Commerce and Community Affairs requirement for each SDA to send its plans for comment to the Regional Vocational System (includes high schools and area vocational centers), to adult centers and programs, and to community colleges.

EXTEND REQUIREMENT

6. Extend the current requirement for PIC review and sign-off on vocational education "8 percent" projects to require joint planning and sign-offs on all new JTPA "40 percent" (youth) projects and all new education programs for disadvantaged youth.

DESIGN COORDINATION CRITERIA

7. Design a portion of the JTPA Coordination Criteria to mandate local JTPA/vocational education coordination activities and perhaps to evaluate them with performance criteria.

STAFF TRAINING

8. Establish a professional training program for JTPA staff in at least one state university and include instruction about vocational education. Revise training programs for teachers and school administrators to include an understanding of special needs and JTPA programs, and the role of education in economic development.

EVALUATION

9. Continue the role of ICoVE as a third-party evaluator of cooperation between vocational education and SDAs as specified in the Perkins Act.

APPENDICES

PERSONS WHO WERE INTERVIEWED OR SUPPLIED SPECIAL INFORMATION

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LEGISLATIVE MANDATE FOR THE STUDY

MANDATES

The Carl Perkins Act of 1984, PL 98-524, Section 112 (9) (A) states, "Each (State) council (on Vocational Education) shall evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under the JTPA, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State Board (of Vocational Education) on the adequacy and effectiveness of the coordination that takes place between vocational education and the JTPA and (B) advise the Governor, the State Board, the State Job Training Coordinating Council, the Secretary, and the Secretary of Labor of these findings and recommendations.

RESPONSES TO OPEN-ENDED SURVEY QUESTIONS

In what ways do vocational education advisory committee members facilitate coordination between education and SDA?

SECONDARY SCHOOLS

- By sharing information, needs and programs;
- Serve on PIC Planning Committee.

AREA VOCATIONAL CENTERS

- Coordination doesn't take place, 2
- Awareness of area vocational center programs;
- Serve on PIC planning committee;
- Obtain information from knowledgeable people;
- Direct coordination between PIC and LEA (local education agency)

ADULT PROGRAMS

- Helped get projects heard and acted upon;
- Direct coordination between PIC director and local education agency vocational director

REGIONAL PLANNING GRANT DIRECTORS

- Administrative Assistant to ESR Superintendent informs RDS Director and Truancy/Alternative School Director of Service Delivery Area plans;
- Reporting at PIC meetings;
- By being a spokesman for youth vocational training programs

COMMUNITY COLLEGES

- College Information resource, 3;
- Share labor market information;
- Minimal coordination, 4;

- None, 3;
- No answer, 4;
- Don't know, 4;
- No formal coordination

How can we improve coordination between education and SDA?

SECONDARY SCHOOLS

- Good articulation and coordination, 2;
- Representatives should meet with each other regularly;
- SDA become aware of laws/policies affecting vocational education services for special education adults;
- JTPA representative should take more initiative with students;
- More involvement with our vocational staff and regional planning vocational system;
- Regional Delivery System of Secondary Education might be able to work with PIC;
- Improved communication, 2;
- More lead time;
- Allow school district to serve clients in other county;
- SDA board should include persons with pre-employment training on high school level;
- Terminology problem - educational versus JTPA

AREA VOCATIONAL CENTERS

- Good coordination, 4;
- SDA should initiate work with public education agencies, 2;
- Open lines of communication, 2;
- Establish sequence list showing SDA procedures for enrolling, monitoring, budgeting, and vouchering;
- Allow area vocational centers to participate;
- PIC member could serve on area vocational center Advisory Committee;
- Grant responses and payments are very slow;
- Jealousy between counties;
- JTPA needs to be more service-oriented;
- SDA personnel need more training;
- Increase SDA personnel visibility at training institutions;

- Increase services to SDA clients;
- More work on adult level;
- SDA serves PIC programs by supporting local activities financially and administratively;
- Continue to keep Council members who are community leaders informed of educational initiatives

ADULT PROGRAMS

- Better communication, 4;
- Invite public education people to participate, 2;
- Work with local education agency - communicate and set up program opportunities;
- Need for Adult Center Representative;
- Develop area plan;
- Like to know what PIC wants before proposal is written, not after;
- Prefer to offer educational and training programs and have PIC provide job placement service;
- Speed up eligibility process for JTPA;
- Change JTPA job placement requirements for the incarcerated;
- Include local office JTPA as a member of Area Planning Council;

- Paid staff member;
- More person to person contact;
- Vocational education representative should be appointed to PIC;
- Establish meeting between PIC president and the vocational education administrators;
- Private industry should have reviewed and signed off on educational plans;
- PIC can encourage the coordination but the real effort has to take place at the school level with the SDA staff.

IMPACT OF FEDERAL CUTS

If cuts are made in the federal appropriations for JTPA and vocational education, what effect will this have on state-wide JTPA-vocational education coordination? On local coordination efforts?

- Devastating, 4;
- If cuts occur, they probably would require and result in even more coordination and cooperation between JTPA-vocational education, 2;
- Programs and staff would have to be cut;
- Programs will have to be more selective;
- Use private sector facilities after working hours;
- Cuts will increase competition at local level;
- Negligible consequences, considering the local industrial activity;
- Local WECEP programs would be affected;
- Decrease in communication and coordination, both state-wide and locally;
- No effect -- youth money in this SDA is completely spent;
- Locally, cut backs could hurt the programs and, therefore, the coordinating activities.

RESOLVING ISSUES

How do you feel that the track record between you and the JTPA administrator has been in satisfactorily resolving issues related to coordination?

- 3 - Excellent
- 5 - Very good
- 4 - Good
- Vocational education hasn't come up at PIC level

EXAMPLES OF COORDINATION

Can you provide some concrete examples of coordination issues which have required the personal direction of you and the JTPA administrative head?

- Proposals are reviewed before and during meetings and problems are resolved by the end of each meeting;
- Minority Community-Based Organizations not attracting students or meeting standards;
- Relations were improved with community colleges in the Title III program;
- Conflict of interest problem came up with a task force member and the PIC chairperson and JTPA Administrative head worked that out satisfactorily;
- In the program involving private industry in the summer program for high school students, the SDA Director and PIC worked to have private industry pay part of the cost;

- Include resources of SDAs in the strategic planning process at the local level;
- Have assistant superintendent represent school district on PIC;
- More training of PIC training committee by Adult Education staff to teach needs and characteristics of adult learners

REGIONAL PLANNING GRANT DIRECTORS

- Regular meetings with relevant agendas, 2;
- Acquaint JTPA and Regional Delivery Systems, 2;
- More interested people involved that have time to devote to it;
- Share funding for equipment;
- Money from JTPA and Division of Adult and Vocational Education needs to be set aside for new course development;
- Common language for SDA and PIC:
- Demonstration by action that cooperation is desired;
- Increase awareness of educators;
- Time to get involved (more than just one meeting);
- Have representatives speak at RDS directors' meetings or an update for new personnel;
- Joint planning for Summer Youth programs re career awareness and development activities;
- SDA attend Board of Control meetings as non-voting member;
- Need joint meeting of Regional Vocational System, SDA, and PIC to coordinate;
- Joint meeting organized at state level;
- Secondary representative or someone from Quality Circle Regional Vocational System on PIC.

COMMUNITY COLLEGES

- Reconsider PIC policy for performance based contracting, 2;
- Assign single contact person as SDA and community college liaison, 2;
- Good relationship and coordination, 4;
- Difficult, since SDA and community college compete for funds;
- Place PIC-literate people on community college advisory committees;
- Improve selection process to maintain JTPA placement requirements;
- Simplify SDA contracting procedures;
- Improve training programs;
- Access existing systems;
- Ensure representation on PIC or Education Council;
- Increase allowable cash per participant to allow advanced technology training;
- Increase SDA's responsibility for outreach activities;
- Simplify necessary communications;
- Have community college or Illinois Community College Board coordinate JTPA in Illinois;
- Integrate "Education for Work" into system;
- Reduce restricted accounts;
- Continue selection of education representatives on PIC Council;
- Allow more college input in RFPs (Requests for Proposals);
- Redefine placement objectives with training providers;
- Less duplication of the same training programs;
- Consolidation of liaison responsibilities;
- Grant applications submitted by either SDA or College should require sign-off by both parties;
- No need for improvement, 4;
- PIC needs to recognize educational expertise of community college and area vocational center;

- PIC sometimes makes arbitrary and educationally unsound decisions.

UNIVERSITIES

- PIC should provide more information about prospective activities for University participation;
- Mayor should appoint a university representative to the PIC;
- Improve communication;
- Work together to develop competency based education and training;
- No Answer: 3.

SERVICE DELIVERY AREA

- Despite number of presentations to school supervisors, little response by schools;
- JTPA representation on vocational education advisory councils;
- Regular meetings with educational agencies;
- Executive summary information on activities of vocational advisory councils and their responsibilities;
- List of who are on the Councils and their membership within each SDA;
- More coordination at the Superintendent's level;
- More information to school superintendent;
- Cooperative education programs should be mandated to coordinate with JTPA;
- "8 percent" grants should not be let to agencies that don't cooperate with SDA;
- Greater visibility of JTPA;
- Coordinated planning of program mix;
- Two way input (not only with those that SDA funds);
- Establish formal linkage between the agencies;
- Membership in vocational education advisory committees;
- Regular meetings with District Planning Committee;
- Long term planning sessions;
- Regular meetings with Area Vocational Center staff;
- Have an education institution as the grant recipient/administrative agency for all JTPA grants for the SDA;
- Increased coordination promoted at state level;
- Arrange formal meetings between JTPA and school districts;
- Make SDAs aware of education advisory councils;
- Exchange of information is one-sided on the SDA side.

Why coordinate with the SDA?

SECONDARY SCHOOLS

- Helps Clients, 7;
- Provide opportunity for special education students to obtain work experiences, 2;
- Now setting up coordination plans;
- To receive funds to operate prevocational skills training;
- To help those who need special supportive services for continued employment;
- Provide job sites for candidates;
- Have many clients in common;
- Community participation;
- Combined resources makes vocational and adult programming possible;
- SDA only agency providing pre-employment and employment training for large segment of students;
- SDA is flexible;
- Provide good technical assistance;
- SDA has commitment to handicapped students

AREA VOCATIONAL CENTER

- To serve clients, 11;
- To provide job training and retraining to clients;
- To implement program;
- To comply with contract;
- Cannot establish contact;
- SDA prefers to work with private institutions;
- SDA/PIC will not serve area vocational center's program needs;
- Perhaps SDA/PIC doesn't need our Area Center resources;
- Better utilization of available resources;
- Joint use of vocational assessment lab;
- Area Vocational Center has facility and programs to meet many of their needs;
- To avoid duplication of services;
- To keep some staff full time.

ADULT PROGRAMS

- Allows expansion of services to larger portion of targeted population, 4;
- To receive funding, 4;
- Benefit clients, 2;
- Rules and regulations made it hard to coordinate our programs and services with their clients, 2;
- Excessive paper work, 2;
- No coordination;
- Non-compatible with clients served;
- Adult center isn't represented on SDA/PIC;
- SDA doesn't seem to need services we can provide;
- Past proposals were not funded;
- Advance assurance that PIC will fund projects on a cycle longer than one year;
- Coordination is necessary;
- Reduce duplication of services;
- Increase/maximize utilization of minimal resources;
- Local SDA has meaningful input on job market for clients in apprenticeship and vocational programs;
- Recruitment, counseling, and placement services

COMMUNITY COLLEGE

- Encourage local training at community college, 2;
- Make rules more flexible to facilitate coordination;
- Potential funding sources, 2;
- Meet needs of disadvantaged people, 4;
- Increase coordination, 2;
- Coordination is mandated for the JTPA, 3;
- Reduce unnecessary paperwork;
- Reduce delays in processing contracts;
- Reduce confusion over intake and outreach responsibility;
- Community college does customized training funded by PIC;
- Community college has vocational education students sponsored by JTPA;
- To avoid duplication of services;
- To serve local industry;
- To provide educational services, 5;
- JTPA funds support needed services;
- Small business Development Center economic development;
- Facilitate approval of proposals;
- To improve employment-training objectives;
- To support Economic Development

REGIONAL PLANNING GRANT DIRECTORS

- Just getting organized, 5;
- Expanded client and financial base;
- SDA/PIC has made no contact, 3;
- Two trains traveling on parallel tracks never converging;
- Difficult to coordinate efforts on local basis, due to statewide nature of education programs within Department of Corrections;
- No effective way to coordinate but wish to in future to augment each other and reduce duplication of effort;
- SDA has abandoned prevocational and vocational readiness training programs that emphasize personal skill development;
- Both are county projects with similar goals;
- Haven't gotten around to it;
- To coordinate activities where we have common interests;
- SDA covers broad area so high level of coordination isn't possible;
- Especially in area of special needs, JTPA is a valuable partner in providing services.

UNIVERSITY

- Economic development and serve functions of the university;
- Provide summer youth employment;
- Provide expertise for job assessment/relocation services to SDAs and PICs;
- Not enough information provided by PIC or Mayor's Office of Employment and Training;
- SDA/PIC informs university of needs and university can then respond, 2;
- University is major employer in county.

If your institution does not work with the SDA, what needs to be done so that joint ventures may be undertaken?

SECONDARY SCHOOLS

- Cooperation is good;
- Public awareness in rural communities.

AREA VOCATIONAL CENTERS

- Include us;
- Utilize our programs to train students;
- Geographic location is a problem.

ADULT PROGRAMS

- Information needs to be provided, 4;
- Provide opportunity to participate;
- Better communication.

COMMUNITY COLLEGES

- No Answer, 18;
- PIC policy for performance based contracting not in best interest of district residents;
- Ensure representation on PIC or Education Council;
- Relax placement quotas;
- Our SDA approaches contracts in a somewhat punitive manner rather than cooperative fashion;
- There seems to be an attitude that we should "donate" administrative time and overhead.

REGIONAL PLANNING GRANT DIRECTORS

- Better communication, 3;
- More time, 2;
- Less restrictive guidelines for eligibility qualification;
- Other people need to be involved;

- Bend the tracks so they converge;
- Increase awareness of initiative on local level;
- Planning to develop methods for joint venture;
- Need direction in how to coordinate and administer programs;
- JTPA should be rewritten.

UNIVERSITIES

- No Answer, 5;
- Provide more information.

What services to individuals are not being met, but could be if coordination were improved or made more formal?

SECONDARY SCHOOLS

- SDA needs to utilize provisions of Act that are currently not taken advantage of;
- Exposure to local industries and job potential for interested youth as opposed to just qualified youth;
- Addition of more adult education programs and possible updating;
- Cooperative work sites through school cooperative director;
- Reinstatement of the EEE program would help both students and public agencies;
- Long-term career choices would be enhanced;
- 14–15 year old students don't receive employment services--perhaps a work experience career exploration program could be implemented;
- Joint project for dropouts;
- More funds available to include more students in programs.

AREA VOCATIONAL CENTERS

- More and better job training, 2;
- General Educational Development (GED);
- Basic skills instruction;
- Job placement;
- Health occupations;
- Food service;
- Business;
- Establish open-entry, open-exit programs;
- Remedial training prior to area vocational center vocational training;
- Better use of Prairie State 2000 money;
- Better programs for misdirected youth.

ADULT PROGRAMS

- Employment and placement opportunities, 3;
- GED, 2;
- Vocational training;
- Career guidance and counseling;
- No services are lacking (Urbana offers to be a model for replication);
- More vocational opportunities are needed;
- More involvement of misdirected youth.

COMMUNITY COLLEGES

- More diverse kinds of training, 2;
- Quality training should be provided;
- Classroom training is being ignored in favor of OJT;
- Increase customized training;
- Develop new career programs;
- Improve services to agrculture students;
- Serve more clients through vocational training programs;

- Need for more experimentation to develop non-traditional models that can be placed after graduation;
- Availability of JTPA funds to train economically disadvantaged;
- Child care facilities;
- Transportation needs;
- Our SDA recently eliminated its assessment program, which was very important to clients;
- Better coordination of outreach activities to serve large number of JTPA eligible residents.

REGIONAL PLANNING GRANT DIRECTORS

- Better placement and success of clients, 3;
- Better service to at-risk students and dropouts;
- Better guidance and placement activities;
- For SDA/PIC program to work, clients must change attitudes.

UNIVERSITIES

- No Answer, 3;
- Develop job training programs for minority and disadvantaged;
- Involve university in development of programs;
- No need for improvement;
- Local educators need to understand JTPA and the Carl Perkins Act.

SERVICE DELIVERY AREAS

- Short-term vocational training programs;
- Literacy programs;
- Vestibule training for those not prepared for regular vocational training programs;
- More specialized, intensified, academic and vocational training programs
- Needs of youth through school-based JTPA programs;
- Career education, job readiness, work experience, etc., could be streamlined for maximum use of funds;
- Improved understanding of the range of programs and services;
- Competency-based vocational education to match employment criterion;
- Upgrading remedial reading and math;
- Better resource utilization;
- Better serve potential dropouts;
- Better serve at-risk youth, employment and pre-employment training, literacy and remedial training;
- Coordination would make progress through educational and vocational training smoother;
- More direct access to training;
- Improved transportation;
- Wider base of participation in JTPA programs for youth;
- Better service for less cost.

Major occupational fields for JTPA contracts

SECONDARY SCHOOLS

- 4 - Agriculture
- 15 - Business clerical
- 1 - Business sales
- 11 - Health
- 5 - Home Economics
- 11 - Industrial
- 5 - Public Service
- Other (Specify)
  - 5 - Food services

- 3 – Custodial
- 3 – Other (not specified)
- 2 – Pre-employment development
- 1 – Career exploration
- 1 – Work experience orientation
- 1 – Mechanics
- 1 – Child care
- 1 – Red Cross
- 1 – Adult day care
- 1 – Maintenance
- 1 – Laundry
- 1 – Hotel
- 1 – GED preparation
- 1 – Remedial education
- 1 – Guidance and placement services
- 1 – Private industry occupations

AREA VOCATIONAL CENTERS

- 10 – Agriculture
- 27 – Business clerical
- 30 – Health
- 19 – Home Economics
- 29 – Industrial
- 10 – Public Service
- Other (Specify)
  - 1 – Summer Math/Reading
  - 1 – Academic
  - 1 – Work experience orientation
  - 1 – Truck driving
  - 1 – Pre-employment skills
  - 1 – Data Entry
  - 1 – Bookkeeping
  - 1 – Electronics
  - 1 – Computer literacy
  - 1 – Computer skills

ADULT PROGRAMS

- 1 – Agriculture
- 9 – Business clerical
- 8 – Health
- 6 – Home Economics
- 9 – Industrial
- 2 – Public Service
- Other (Specify)
  - 9 – GED
  - 6 – Basic education
  - 5 – Life-coping skills
  - 4 – Literacy, pre-GED
  - 3 – Summer work experience
  - 1 – Computer literacy
  - 1 – Computer skills

ADULT PROGRAMS

- 1 – Agriculture
- 9 – Business clerical
- 8 – Health
- 6 – Home Economics
- 9 – Industrial

- 2 – Public Service
- Other (Specify)
  - 9 – GED
  - 6 – Basic education
  - 5 – Life-coping skills
  - 4 – Literacy, pre-GED
  - 3 – Summer work experience
  - 2 – Other (not specified)
  - 1 – Education for Employment
  - 1 – Carpentry
  - 1 – Masonry
  - 1 – Food service

COMMUNITY COLLEGES

- 21 – Agriculture
- 86 – Business clerical
- 3 – Business sales
- 50 – Health
- 14 – Home Economics
- 69 – Industrial
- 17 – Public Service
- 18 – Other (Specify)
  - 5 – Computer-related occupations
  - 4 – Academic (job preparedness)
  - 2 – Pre-employment skills
  - 3 – Service
  - 3 – Assessment for occupations listed on form
  - 2 – Apartment maintenance and renovation
  - 2 – Academic (basic and life skills) and employment skills
  - 2 – Food service
  - 1 – Assessment for summer youth programs
  - 1 – Work experience and academic training
  - 1 – Beauty culture
  - 1 – Nursery School assistant
  - 1 – Teacher
  - 1 – High tech
  - 1 – Summer youth instruction
  - 1 – Academic upgrading
  - 1 – GED
  - 1 – Entry level jobs
  - 1 – Master agreement for individual referrals
  - 1 – Technicians
  - 1 – Building maintenance
  - 1 – Tuition and books
  - 1 – Truck driving
  - 1 – Telecommunications
  - 1 – Education/training referral
  - 1 – Data processing electronics

REGIONAL PLANNING GRANT DIRECTORS

- 1 – Business clerical
- 1 – Health
- 2 – Industrial

UNIVERSITIES

- 3 – Agriculture
- 2 – Business clerical
- 1 – Home Economics

If your institution is not providing JTPA training now, why?

SECONDARY SCHOOLS

- No students appropriate for program, 2;
- Trainers were hired by district;
- We don't have openings now;
- Program requires too many supervisors, due to quality of workers;
- JTPA has directed efforts to another vocational center;
- Not interested in participating;
- Participation allied for but no response or placement received;
- Lack of student interest;
- No openings;
- Cooperated through local vocational center;
- Not enough good training sites;
- Programs don't seem cost effective;
- Have not been approached;
- Past JTPA employees weren't up to standard;
- Regulations required were too time consuming.

REGIONAL PLANNING GRANT DIRECTORS

- Lack of coordination/understanding with SDAs;
- We don't provide direct training because we're a correctional agency;
- Just getting organized;
- Turned down by Illinois Farmers' Union;
- Non-operational until fall of 1988;
- Lack of JTPA funds.

If your institution is not providing JTPA training now, what changes would be needed in JTPA to make your institution more interested in working with it?

SECONDARY SCHOOLS

- No answer;
- No changes, 2;
- Selection of workers by personal qualities;
- Local PIC interest in individual school districts;
- PIC council should have local representative;
- Application should be less cumbersome;
- JTPA was contacted but hasn't responded;
- Tutorial program should be offered to younger students;
- Change income guidelines;
- Better training sites;
- JTPA should provide information and application forms;
- Make more cost effective;
- Cut red tape and approve grants earlier.

REGIONAL PLANNING GRANT DIRECTORS

- JTPA is working with different group of clients, 2;
- Needs to be more flexible;
- Needs to increase staff;
- Needs to be forced to communicate with Education for Employment at secondary level;
- Guidelines that apply to more of our students: need more time and personnel on our part;
- JTPA rules and procedures are a problem;
- More information on what's available and where;
- Seems adequate;
- No changes, 2.

If your institution is not providing JTPA training now, what changes would improve the present level of coordination between vocational education and JTPA?

SECONDARY SCHOOLS

- More communication, 2;
- Involve each local school district;
- Clarification of roles and goals;
- More information;
- Sell JTPA better.

REGIONAL PLANNING GRANT DIRECTORS

- More cooperation, 3;
- Let JTPA know we exist;
- Report ex-offenders separately;
- JTPA has too much red tape;
- More communication;
- Process in place.

RESPONSES TO INTERVIEWS OF PRIVATE INDUSTRY COUNCIL CHAIRS AND MEMBERS

COORDINATION: JTPA vs CETA

Has the level of coordination changed since JTPA replaced Comprehensive Employment and Training Act?

- Coordination has improved, 4;
- JTPA advertising is better than Comprehensive Employment and Training Act advertising;
- Private sector involvement in JTPA helps promote the total program by word of mouth;
- No;
- JTPA must work harder to put together youth programs;
- More competition for funding;
- It has been better managed and more precisely defined;
- JTPA has pulled some of the programs away from the high school;
- Kids have been placed more in the private sector;
- Coordinated effort needs better definition, including fixing of responsibility;
- Too much duplication of effort from state agencies;
- There should be one central place for the client to go;
- Because it has become larger, it has become more diverse and less manageable.

CONDITIONS FOR COORDINATION

What are the necessary and sufficient conditions for effective JTPA-vocational education coordination?

- Vocational education hasn't worked with industry in planning and developing programs, 2;
- Open lines of communication between all principal parties, including vocational education agencies, 2;
- Understanding all of the programs available;
- Working together;
- Vocational education is behind the times, particularly at secondary level;
- Joint labor market planning;
- Case management;
- Multi-channel communication;

PIC RATING

- Vocational education should be represented on the council;
- No duplication of services;
- Control in one central office or center;
- Coordination at local level is very important.

PIC CHAIRS AND PIC MEMBERS RATING OF THE PRESENT LEVEL OF COORDINATION BETWEEN VOCATIONAL EDUCATION AND JTPA

Worst	1	2	3	4	5	6	7	8	9	10	Best
	1		1	2	1	1	1	2		1	

What would it take to move the situation closer to a rating of 10?

- Work closely with industry;
- Develop cooperative education programs;
- Update equipment and ability to teach labor market skills;
- Summer youth programs should be coordinated with regular school programs;
- Standardized youth competency system to facilitate case management at local level for youth;
- Joint labor market planning;
- Standardized outcome evaluation system for JTPA at postsecondary vocational education;
- PIC should have a paid member so that vocational education people will be less reluctant to call upon a volunteer's time;
- PIC itself has chosen not to spend money on non-program areas;
- PIC contact directly (rather than through Regional Education office) principals of larger high schools in SDA to increase interest in JTPA;
- Need to help schools understand the need to accept the performance contract concept and other risks in funding;
- PIC is considering the way to help schools in grant writing;
- More involvement of the PIC Chair and committees;
- Contact from vocational education;
- PIC and vocational education should get together to determine what the needs are;
- Increased communication and coordination;
- Establish closer links with secondary schools;
- Relax some of the red tape, use common forms, etc.;
- Move from traditional remedial approach to an individual remedial approach;
- Adjust time frame;
- Schools act on semester or quarter period which does not usually fit the time frame need or the employer;
- Put more money into coordination efforts;
- Sometimes the state gets in the way.

ESSENTIAL COORDINATION

What are the areas in which JTPA-vocational education coordination is essential to the success of local JTPA programs?

- Vocational education must work closely with industry, 3;
- Remedial programs to increase literacy skills, 2;
- To avoid duplication of existing programs, 2;
- Vocational education must update programs and teachers;
- Educators need to come to PIC meetings to coordinate;

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- Youth involved in summer youth programs should be followed and counseled through the school year;
- Critical in youth programs;
- Everyone has to listen to everyone else;
- We need to react more quickly to the changes in the business environment (people are reluctant to change old or already existing programs);
- New jobs have to come from new businesses;
- Work closely with local high schools;
- Increase vocational education classes;
- In this SDA, staff have been sent to training centers explain the opportunities under JTPA.

LEGISLATIVE IMPACT

What provisions in the JTPA and The Carl Perkins Vocational Education Act have had any effect on the type and/or level of JTPA-vocational education coordination?

- Not sure of provisions, 4;
- No effect, 2;
- Eligibility levels exclude people in need of retraining;
- Carl Perkins needs to be explained to JTPA people;
- High schools and community colleges aren't coordinated in their programs;
- The JTPA 40% youth requirement has encouraged SDAs to work with school districts to find the youth;
- Perhaps JTPA is too heavily weighted in favor of "youth";
- Better training is resulting from this (e.g. upgrading literacy, not just training in a vocational skill)

CROSS-REPRESENTATION ON ADVISORY BODIES

Has the cross-representation of JTPA and vocational education or educational representatives on each other's advisory bodies led to any significant changes in willingness or ability to coordinate?

- Don't know, 2;
- Changes have been negative;
- Too much competition;
- PICs don't know Carl Perkins Act or how it works;
- Better understanding has resulted from cross representation of PIC members who sit on other advisory bodies;
- Cross pollination of information;
- An effort has been made to avoid cross representation where conflict could arise;
- Cross representation has contributed to discussion and understanding of the problem (e.g. the Blackhawk Comm. College rep. has made all PIC members more aware of the potential and the limitations of the local vocational education programs);
- No vocational education representation;
- No significant changes;
- Good cooperation in cross-reference issues;
- Educators have written competency requirements for training programs under JTPA;
- Where conflict of interest occurs, input from all is encouraged but the "conflict" member abstains from voting.

PIC REVIEWS

Did your PIC review the applications which education agencies in your SDA submitted for vocational education funds?

- 5 – No
- 9 – Yes

If yes, did these reviews lead to any changes in the applications?

- 3 – Don't know
- 2 – Yes
- 2 – Sometimes
- Usually only approve or disapprove
- After much review and evaluation

If yes, do you think these reviews promoted coordination?

- Yes, 6
- No
- Don't know
- Duplication was eliminated
- Reviews and modifications of bids result in better understanding of what's needed and what can be delivered

PIC ROLE

How effective has the PIC been in minimizing disagreement among representatives from diverse constituencies?

- Coordination is good, 4;
- "8 percent" monies are duplication of services;
- Dislocated worker program needs to be improved;
- Lack of communication between PIC and local education agency and community college has not improved situation;
- PIC has unified and reduced fighting among major service providers;
- PIC keeps people focused on client outcomes;
- We adapt our programs to PIC's training needs as we understand what they are;
- No major disagreements between factions;
- There were early disagreements between the private sector and the elected officials;
- Community Colleges have to fight for longer training programs;
- Differences between the private sector (PIC) and the community college on specific program needs;
- Trade union people differ with PIC frequently on what should be "certified programs";
- Geographical differences sometimes cause problems;
- PIC is united in serving clients rather than individual interest groups;
- Some residual resentment exists from the Comprehensive Employment and Training Act program where public schools had free labor and JTPA appears to have cut them out of that;
- There are no areas of great disagreement, so PIC hasn't functioned in this role.

SUGGESTIONS FOR PICS

Do you have suggestions which would improve the PIC as a mechanism for JTPA–vocational education coordination?

- Eliminate duplication of programs by coordination of funding;
- Improve communication and understanding with vocational education;

- Meeting of PIC and JTPA representative with Dean and Director of vocational education at Blackhawk East about curriculum and needs;
- JTPA Director kept the PIC Chairperson informed during recent PIC unionizing;
- Review of 1986–87 program budget;
- Awards presentation banquet;
- Resolved controversy with contractor;
- A remedial program that was started met with difficulty and the JTPA–PIC staff worked directly with the superintendent and principals to resolve the problem;
- Resolved an issue with Department of Commerce and Community Affairs on balance of state operations;
- Resolved an issue with Employment Service – to make sure that they were referring all JTPA eligible applicants to SDA;
- Resolved an issue with Public Aid;
- No overlap of training programs – and those offered were of quality;
- They give leadership on a day to day basis.

JTPA INTEREST

How interested do you think the JTPA administrative head of this SDA is in increasing or extending coordination between JTPA and vocational education?

- 7 – Very interested
- 2 – Somewhat interested
- 1 – Slightly interested
- 0 – Not interested at all

VOCATIONAL EDUCATION INTEREST

How interested do you think the local administrators of vocational education are in increasing or extending coordination between JTPA and vocational education?

- 1 – Very interested
- 4 – Somewhat interested
- 3 – Slightly interested
- 0 – Not interested at all

IMPORTANCE OF COORDINATION

Of the many concerns the PIC has to deal with, where would you rate coordination on a scale of 1 to 10?

Least Important	1	2	3	4	5	6	7	8	9	10	Most Important
			1	1	2		1	2	3	2	

COST–BENEFIT RATIO

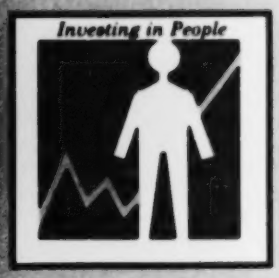
If you were to calculate a cost–benefit ratio comparing the benefits from coordination to the costs of trying to make coordination happen, which would be greater, the costs or the benefits?

- 2 – Costs
- 9 – Benefits
- Youth area, benefits would be great -- Adult area, costs and benefits would largely offset each other;
- Improvement in true coordination will result in better services and will be more economical.

OTHER COMMENTS

Do you have any final comments, recommendations or observations regarding coordination?

- Reduce bureaucratic red tape, 2
- Congress should seriously look at the 40% requirement for youth expenditures, 2;
- Lower eligibility requirements;
- Eliminate or control programs other than JTPA to decrease competition for funding;
- Fully utilize dollars and distribute them well;
- Accountability questions should be answered in each system before spending a lot of resources on coordination;
- We must know measurable objectives in each system;
- Work out combinations of OJT and cooperative education programs to earn pay or go to school during training period;
- Congress' timing in providing program funds is often a source of trouble in planning;
- Emphasize even more the mastery of basic literacy--vocational education is important but only after basics are mastered;
- Greater flexibility in spending the allocated money;
- More time should be given to organize when target areas are decided upon;
- Vocational education representative on the PIC;
- Monitor programs closely to reduce duplication;
- Create better understanding by political representatives of SDA;
- Coordination should be encouraged at all levels;
- Local or regional councils should be set up (similar to adult education councils);
- Co-funding the programs might produce better coordination;
- Educate people as to what coordination really is;
- Instructions for implementing legislated programs need to come closer to the time legislation is passed;
- Enforce legislated programs;
- Cut down on duplication of efforts by State agencies regarding training opportunities.



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